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NORTH END- WATERFRONT

DISTRICT PROFILE AND PROPOSED 1979-1981
NEIGHBORHOOD IMPROVEMENT PROGRAM

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City of Boston
Kevin H. White, *Mayor*

Boston Redevelopment Authority
Neighborhood Planning Program

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NORTH END/ WATERFRONT



The Boston Redevelopment Authority's Neighborhood Planning Program has prepared this three-year Neighborhood Improvement Program to assist local residents and City agencies to develop longer range coordinated solutions to the North End's housing, economic development, commercial, recreational, transportation and development needs.

In the past ten years, the City has made a substantial commitment to the strengthening of the North End with the investment of over \$2 million in capital expenditures for the construction and renovation of public facilities, the upgrading of parks and playgrounds, installation of street lighting, and street resurfacing. In addition, the North End has received over \$10 million in public investment (excluding urban renewal) from City, State and Federal sources. Special emphasis was given to the upgrading of parks and recreation facilities, the North End Bath House, North End Park, MDC skating rink, Charter Street Playground, Cutillo Playground, DeFillipo Playground and Paul Revere Mall received considerable attention. The Housing Improvement Program has helped over 200 homeowners improve their homes.

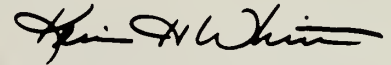
The Downtown Waterfront/Faneuil Urban Renewal project was initiated in 1964. Since then, the project has received \$35.9 million in Federal Urban Renewal funds, \$14 million in City funds, \$4.7 million in Community Development funds and \$1.35 million from the Bureau of Outdoor Recreation. The major thrust of this investment was to improve the total environmental quality of this historic district and to promote residential, institutional and commercial development.

Despite these efforts, much still needs to be done to improve the North End's housing, business districts, parks and local traffic circulation.

Due to limited City funding capabilities, every effort needs to be made to use our limited funds efficiently and to attract greater federal and private investments in the North End/Waterfront. Information and recommendations contained in this report assists both City Hall and the neighborhood in determining how we can best use these limited resources.

I hope this booklet helps to focus interest in jointly solving problems facing the North End/Waterfront while taking maximum advantage of the neighborhood's strengths.

Sincerely,



Kevin H. White
Mayor

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I. Introduction/Summary

Boston's North End is a unique urban neighborhood. It is in the heart of the downtown; it contains several sites which are on the Freedom Trail; it has many buildings which are on the National Register of Historic Places; its housing stock is among the oldest in Boston; and it is one of the most cohesive neighborhoods in the City. The North End is a densely settled ethnic enclave where streets, alleys and playgrounds are the focal point of activity for a community whose primary interests center on family and social interaction. Tradition and order has prevailed for decades in the North End since it became the main port of entry for Boston's Italian community in the late 1800's. Here the physical and social structure was similar to that of the old world and offered comforting reminders of home in the foreign setting of urban America. For many immigrants, the North End became a permanent home. Others, more upwardly mobile, moved out, generally to newer and more spacious housing in the immediate suburbs. The North End remains a symbolic center of the Italian community and many suburbanites return regularly to shop, visit with old friends and dine in the many Italian restaurants located throughout the area.

The Waterfront area, once a vibrant shipping center, is now, as a result of urban renewal, one of Boston's newest residential communities. Although geographically part of the North End, socially and physically it is not an extension of the Italian community. The housing stock consists primarily of "new" units in renovated warehouses and wharf buildings while new construction has resulted in townhouse units on Union Wharf, Harbor Towers and the two elderly complexes. The population consists primarily of one and two person households. Most Waterfront residents are over thirty years of age and approximately 40% of the households have incomes of over \$25,000.

The North End is now faced with adapting to pressures which result from changes in the physical, social and economic fabric of the community. The most ironic aspect of these pressures impacting the community is



North End Feast.

the paradoxical situation of the North End's traditional strengths and assets being the primary causes of change which is threatening the community. The proximity to the downtown, the inexpensive rents, the low crime rate, and the vibrant character of the community are largely responsible for attracting new residents, primarily young and non-Italian to the neighborhood. Some of the results of this influx are an increase in housing rehabilitation, condominium conversion, rising rents and the displacement of longtime residents.

The physical changes which have occurred within the Waterfront urban renewal project area may have accelerated the process of change in the

North End community. The conversion of historic wharf buildings into residential and commercial uses has enhanced the image of the North End which in turn has made the area more attractive to young professionals seeking housing.

The success of the Waterfront has also resulted in the stimulation of rehabilitation of housing and condominium conversion in the North End. This is most evident on Fulton Street where the McLaughlin Elevator Building and the East Coast Manufacturing properties are being converted into condominiums.

Although many North End residents cite the Waterfront as the cause of



North Square with Paul Revere House on left.

pressures, these changes are primarily the result of a natural process and cannot be attributed solely to the development of the Waterfront. In fact, the urban renewal project has created housing specifically designed to relieve some of the pressures on the housing stock in the North End. As a result, 260 units of elderly housing have been constructed in two developments, approximately 80% of these units are occupied by senior citizens from the North End. In the renovated Mercantile Wharf Building, 25% of the units are occupied by low income residents, most from the North End, receiving subsidies. The San Marco development, now under construction will provide 60 condominiums expressly for North End and former North End residents. The buildings on Fulton and Commercial Streets were developed by individuals from the North End and Waterfront.

During the next three years the City must continue to address the North End's major needs: housing, commercial revitalization, traffic circulation, parking and open space.

The Housing Improvement Program should be continued with provisions made to allow the participation of responsible absentee owners. The area should be considered for designation as a Neighborhood Strategy Area (NSA) and Federal 312 loans and Section 8 subsidies targeted to the area

to encourage rehabilitation without relocation and displacement of existing residents.

Capital improvements to the neighborhoods — sewer, water, lighting and street improvements — should be continued. Circulation and parking improvements should be implemented. The resident parking sticker program should be revised and effective enforcement of traffic regulations encouraged.

Efforts should continue to develop both indoor and outdoor recreation facilities and the existing facilities should be upgraded.

Existing fiscal limitations underscore the need for the City to focus its resources while tapping a variety of private, state and federal resources to accomplish major neighborhood objectives. Efforts should be directed toward maximizing the use of public funds to leverage private investment whenever possible.

There are many opportunities for citizen participation in the process of setting priorities for public expenditures and reviewing private development proposals. The BRA's Neighborhood Planning Program works closely with the local Little City Halls in providing technical planning assistance to local community groups, provides opportunities to review zoning applications required for new development and participates in annual hearings on the City's own capital budget and federal Community Development Program.

II. District Profile

A. EXISTING COMMUNITY CHARACTERISTICS

Information on population and housing in this report is derived from the 1970 U.S. Census, Boston Police Listings 1970-74, and from a planning study which the BRA conducted in 1975. The North End/Waterfront district includes the area from the Central Artery to Boston Harbor between the Charlestown Bridge and Rowes Wharf. For the purpose of this report the division between the North End sub-area and the Waterfront sub-area is the Waterfront urban renewal boundary. This line runs from the entrance of the Callahan Tunnel to Richmond Street, south on Richmond to Fulton Street, east along Fulton to Lewis, south on Lewis to Commercial, north to Hanover and east on Hanover to the edge of Boston Harbor (See Map on page 6).

1. The Waterfront

The waterfront community, one of Boston's newest residential sections, is part of the North End geographically. However, socially and physically, it is not an extension of the Italian community. The waterfront housing stock consists primarily of new and rehabilitated modern apartments and condominiums. Since 1970, approximately 1,000 luxury and market rental apartment units have been created either through new construction or conversion of warehouse buildings. There are now 186 units under construction and approximately 400 more units are planned. In addition to these units, lower cost housing is available in recently completed subsidized developments. A 110 unit housing development at Fulton and Lewis Streets and a complex of 150 units for the elderly have recently been completed. Approximately 80% of these units are occupied by senior citizens from the North End. In the renovated Mercantile Wharf Building, 25% of the units are occupied by low income residents receiving subsidies. Commercial and restaurant uses occupy the ground floors of most of the converted wharf buildings. Many of the buildings provide office space on the second and third floors with residential uses above.



Waterfront Park.

The 1970 Census recorded a population of approximately 422 in the waterfront area which was not a residential area until the advent of urban renewal. At that time, the median income was \$11,000 with 60% of the households having incomes over \$10,000. By the summer of 1973, when the BRA conducted a survey of waterfront residents, there were 775 households, half of which resided in the recently completed Harbor Towers. Most of the households were small: 40% contained one person and 48% contained two people. Most Waterfront residents were thirty years old or older; 38% of the households had incomes over \$25,000 and only 16% earned less than \$15,000. Most Waterfront residents (68%) were in professional or technical occupations.

Today, the residential population numbers about 3,300 and will peak at about 4,500 when the urban renewal project is completed. The majority of the new residents both in the luxury and market rent units as well as those in the subsidized units are either childless or have older children who no longer reside at home.

2. The North End

The North End of Boston is unique both physically and socially. Its population is primarily Italian, both in ethnic origin and social behavior. The neighborhood's lifestyle is still

oriented around the Italian culture which places a heavy emphasis on the family, its traditions and its closeness. Recently, however, the North End has begun to attract a new, non-Italian resident population because of its proximity to the downtown business district and its reputation as a safe, low rent district.

Much of the housing stock in the North End, built at the turn of the century, is in need of repair, with a larger number of units in need of major improvements to the electrical and plumbing systems. The 1970 Census indicated that 40% of all dwelling units were lacking some or all plumbing facilities. A telephone survey of North End residents conducted in connection with the BRA planning study in 1975 showed that 32% of the dwelling units in the survey lacked some or all plumbing facilities. This lower number of units lacking plumbing facilities could reflect the renovation work which individual owners have been doing in recent years. Many of the apartments have been modernized and converted to one- and two-bedroom units. Since the costs of these improvements were privately financed, they have been reflected in increased rents.

The actual number of dwelling units declined only slightly since 1920, but many larger units have been converted into smaller units making it difficult for families to find adequate

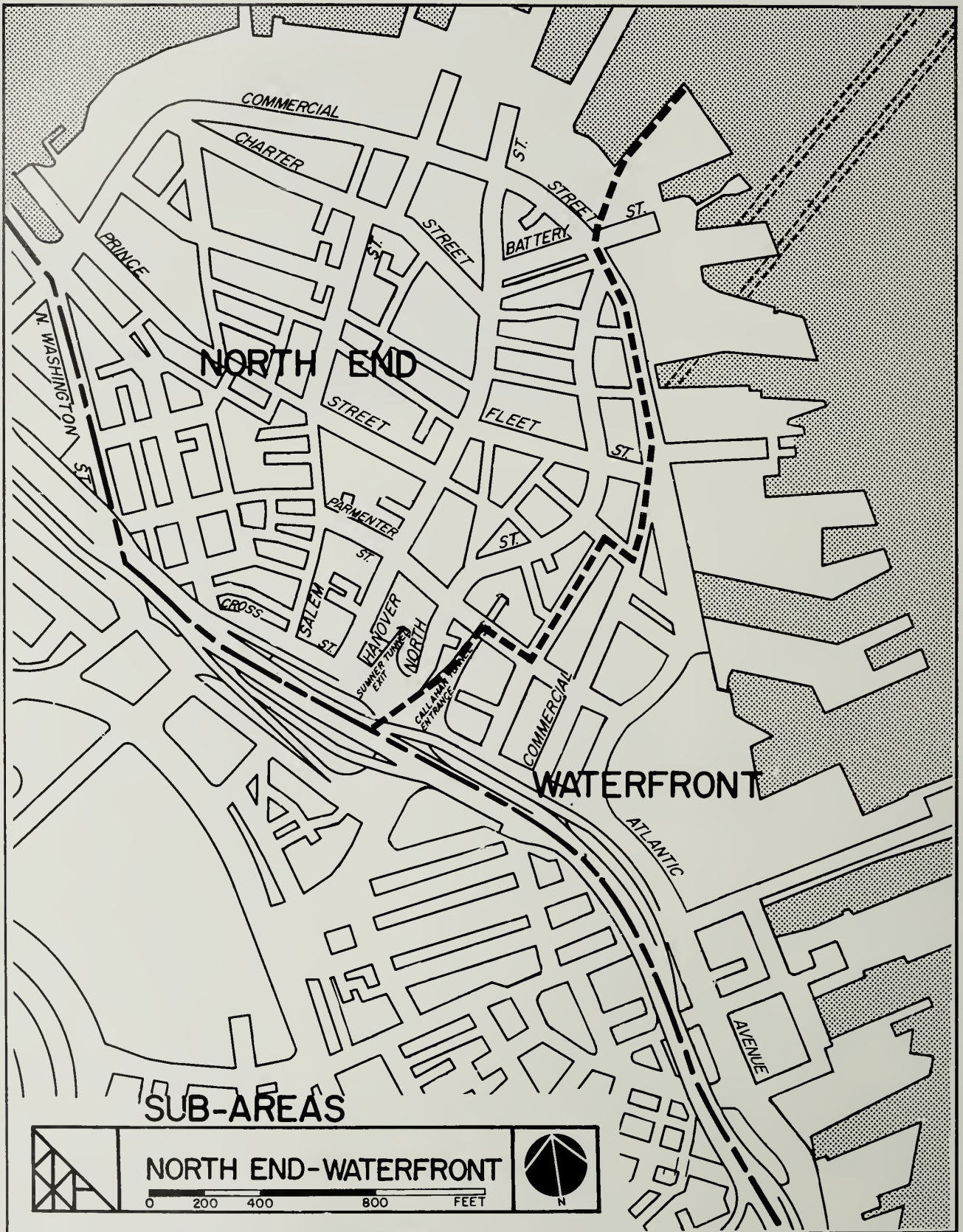


TABLE 1: WATERFRONT RESIDENTIAL CONSTRUCTION

Development	Units	Type	Status
Harbor Towers (2)	624	New	Completed, September 1972
Lewis Wharf Condominiums	102	Rehab	Completed, October 1973
Commercial Wharf South	46	Conversion/Rehab	Completed, August 1973
Commercial Wharf	100	Rehab	Completed, February 1974
Prince Building	45	Conversion/Rehab	Completed, September 1969
Parcel C-2	54	Conversion/Rehab	Completed, December 1974
(12 buildings/Fulton Street)			
Mercantile Wharf Building	121	Conversion/Rehab	Completed, 1976
Parcel C-2	80	Conversion/Rehab	Completed, December 1977
(18 buildings/Commercial Street)			
Parcel C-2 Elderly Housing			
Site 1	110	New	Completed, 1976
Site 2	150	New	Completed, December 1977
Other C-2 Rehab	44	Rehab	Underway
San Marco's	60	Rehab	Underway
Union Wharf	59	Rehab	Underway
Union Wharf	27	New	Underway
Commercial Block	37	Conversion/Rehab	Underway
Sargent's Wharf Galleria	344	New	Planned, Start 1979
TOTAL UNITS	2,003		

housing in the North End. The 1970 Census showed only 14% of the units are owner-occupied in the North End compared to 26% citywide. The majority of the structures contain three or more dwelling units.

a. Ethnic Character

The North End has been an Italian ethnic community since the early 1900's. Both the 1970 U.S. Census data and the BRA telephone survey of 1975 suggest that over 60% of today's population is of Italian origin. Either the residents themselves or their parents were born in Italy. However, the critical question now being asked is will the North End remain a strong Italian enclave close to downtown Boston. Many residents and public figures feel that the North End is currently losing its ethnic character as a result of "outsiders" moving in, and they fear that in the future the North End will be a community of "outsiders."

TABLE 2: ORIGIN OF NORTH END RESIDENTS

Place of Birth	1960	1970
Foreign Born	32%	33%
American Born	28%	32%
Italian*	68%	67%
Mixed	40%	35%

*Figure represents total Italian descent of foreign born and mixed.

Source: 1960 & 1970 U.S. Census Population.

It is apparent from the Census data that there was no significant change in the proportion of foreign-born versus native-born population in the area during the period from 1960 to 1970. However, the effects of the Waterfront Urban Renewal Plan and the Government Center Project were not really felt in the North End/Waterfront neighborhood until after 1970. Thus, Census figures shown here do not reflect the recent change that is visible in the North End today.

The North End is now attracting new residents who are not traditional Italian immigrants. It appears that most of the new residents are occupying new housing units within the boundaries of the Urban Renewal Area. However, there is evidence of a "spin-off" effect taking place along the edges of the renewal area. In the "Italian" North End, apartments are being renovated, rents are being raised and long-term residents are moving. However, it is difficult to determine how extreme the current situation is.

A study was made to determine the origin of people moving into the North End since 1970. The information, derived from the Boston Police Listings for 1970-74, is not as reliable as Census data but it does suggest a trend taking place in the North End.

TABLE 3: ORIGIN OF MOVEMENT INTO THE NORTH END

	1970	1971	1972	1973	1974
From Italy	109	106	60	64	76
Other Foreign Countries	13	12	12	15	13
From inside State	149	222	367	252	378
From outside State	105	74	86	66	78
Total Movement	376	414	525	397	545

Source: 1970-1974 Boston Police Listing.

The above figures demonstrate a significant decrease in the proportion of new North End residents arriving from Italy. The 109 residents coming in 1970 represented 29% of the total new population in the North End. In contrast, the 76 new Italian residents moving in in 1974 made up only 14% of the new population. The BRA telephone survey in 1975 confirms the trends suggested by the Boston Police listing information. The survey revealed that of the residents who had lived in the North End for three years or less, only 13% were born in Italy. In contrast, of those residents who had lived in the North End over ten years, 29% were born in Italy.

From discussion with community residents it appears that new Italian immigrants coming to Massachusetts choose to live with or near their

**TABLE 4: TOTAL POPULATION 1950-1970
NORTH END/WATERFRONT**

Census Tract	1950	1960	1970	Average Change (%) 1950-60	Average Change (%) 1960-70
301	4,234	3,423	3,204	- 21	- 7
302	3,020	2,150	1,920	- 33	- 11
304	4,935	3,595	3,033	- 31	- 17
305	3,161	2,673	1,977	- 17	- 30
303 - (Urban Renewal Area)	N/A	N/A	432	N/A	N/A
Total	15,350	11,841	10,134	- 23	- 14

Source: 1950-1970 U.S. Census of Population.

relatives who already have left the North End and have moved to such communities as Medford, Malden and Somerville.

The Boston Police listing shows that the vast majority of the new residents to the North End in 1974 came from within Massachusetts. This increasing influx coming from within Massachusetts spells a gradual decline in the percentage of foreign-born and, more specifically, Italian residents. Thus, the ethnic character of the North End is likely to undergo a change in the future because there is no longer the reinforcement brought by new Italian immigrants.

Further, and perhaps more importantly, the Italian community in the North End is changing as much from internal pressures as from the fact that new residents are moving into the neighborhood. Whereas children used to grow up with little exposure to life beyond the bounds of the North End, today's existence is very different. Although the North End is a somewhat insulated, protected community, it is not immune to changing technology in modern society.

The mass media including newspapers, movies and especially television has increasingly brought the outside world into the homes of North End residents. For some youths this introduction to the outside world has encouraged them to look beyond the North End for work, school, and friends. They become dissatisfied with the traditional culture with its strong bonds. Some leave the North End entirely while others remain, but suffer strained relationships with more traditional family members and friends in the North End. This strain weakens

the dominance of Italian tradition.

It is inevitable that many children who are increasingly exposed to other ways of life and value systems will question those of their parents. Their parents grew up in the North End learning not to expect too much but to accept a life of struggle. These parents are now raising children who will not accept their situation but want more. The increase in vandalism and delinquency now observed, but seldom acknowledged, in the North End stems in part from the younger generation's dissatisfaction with their life situation.

There has always been some vandalism and delinquency in the North End as in most communities, but in the past, it was kept in check by rigorous pressure from parents and respected community leaders. Many of the younger generation are rejecting the traditional values, but in so doing, they reject the role models that traditional community leaders presented in the past.

Social service workers in the North End repeatedly state that North End youths lack role models today and this is making their transition to responsible adulthood very difficult. Many of the youths are insecure with low self-esteem and lacking in direction. This makes them more vulnerable to alcohol, drugs and petty crime. Their own insecurity makes them feel more threatened by the influx of new residents into the neighborhood. Their alienation from their parents' generation makes it difficult for the young and old Italian community to work together to solve a common problem — that being the threat to their community posed by a new non-ethnic population.

Thus the ethnic character in the North End is changing because of outside forces causing new non-Italian residents to move in, and by a natural, inevitable socialization process through which the younger generation is questioning and in some cases rejecting traditional Italian values and assuming a more modern American culture. This will continue until a mutual understanding on future directions is reached within the community itself.

b. Population Size and Tenure

The North End's population declined by 23% from 1950-60 and by 14% from 1960-1970. The bulk of the latter decline occurred before 1965 and since then our data indicates that the population has stabilized and, in fact, is experiencing some increase.

Although we have no recent U.S. Census information to verify this, the Boston Police Listing indicates that movement into the area is increasing. Since 1970, an average of about 450 people have moved into the North End each year as shown on the table below. The population within the Downtown Waterfront Urban Renewal Area is also increasing.

**TABLE 5:
ANNUAL POPULATION
MOVEMENT IN THE
NORTH END
Excluding the Renewal Area**

	1970	1971	1972	1973	1974
Movement to North End from outside	376	414	525	397	545
Movement within North End	163	139	146	145	159
Total Movement	539	553	671	542	704

Source: 1970-1974 Boston Police Listing.

Responses to the BRA telephone survey suggested that the majority of the households in the North End have resided in the area for more than ten years. A total of 75% of the respondents have lived in the community over ten years.

TABLE 6:
LENGTH OF RESIDENCE
IN NORTH END

Tenure	Number of Respondents	Percentage of Respondents
0- 3 yrs.	48	14.6%
4-10 yrs.	34	10.4%
Over 10 yrs.	245	74.7%
	327	99.7%

Source: 1975 BRA Telephone Survey.

c. Age Levels

The median age of the North End has increased steadily since 1950, when it ranged between 25 and 34 years of age to between 35 and 44 years in 1970. In 1970, 54% of the population was over 35. An accompanying shift in the percent of child age population has also occurred with the 0-14 years group declining from 23% of the population in 1950 to 18% in 1970. Table 7 demonstrates these shifts. Other significant population trends include decreasing family size, a tendency for later marriage and fewer children per family. These trends will be important when predictions of housing and public facility needs are

being discussed by public officials and the community.

There is an interesting citywide statistical pattern found in the 20-34 year age group which is likely to be of significance in the North End. For Boston as a whole, there has been a definite trend exhibited by young people who prefer living in the central city close to the financial, commercial and entertainment centers. It appears that the North End has recently begun to experience similar popularity amongst young people.

The Boston Police Listings from 1971-1974 indicate that young people between 25 and 34 years of age were the single largest contingent (40%) among incoming residents. In contrast to the recent experience, there had been a substantial decrease in the number of people aged 25-34 years living in the North End from 1950 to 1960. Today, in addition to providing the majority of the immigration to the North End, the 25 to 34 year olds are the single largest age group in the North End according to the BRA telephone survey in 1975. This group makes up nearly 16% of the population in the North End. This is a significant increase from 1970 when according to the U.S. Census less than 12% were in this age group. This survey specifically excluded the renewal area. However, the 1970 Census indicated that over 40% of the population in the Waterfront area was between the ages of 25-34.

TABLE 7:
AGE CHARACTERISTICS, 1975

AGE	Number of People in Age Group	Percentage of Total Population in Age Group
1-14	106	13.3
15-19	63	7.8
20-24	84	10.5
25-34	125	15.8
35-44	65	8.2
45-54	120	15.0
55-64	124	15.5
65 +	111	13.9
TOTAL	798	100.0

Source: 1975 BRA Telephone Survey.

d. Educational Level

The level of educational attainment in the North End is low when compared to the city and metropolitan area. The Boston School Department conducted a city drop-out study in 1970 and identified the North End as having the highest drop-out rate in the city system. The recent changes in school assignment mandated by the courts may have further impaired the likelihood of higher grade attainment among North End children, as some children are being kept out of schools by their parents.

In 1970, the median number of years of education completed was 8.4 in contrast to 12.1 for the city as a

TABLE 8: NORTH END AGE DISTRIBUTION, 1950-1970

Age Groups	1950		1960		1970	
	Number in Group	Percentage Of Total	Number in Group	Percentage Of Total	Number in Group	Percentage Of Total
0-4 Years	1,394	9.0%	929	7.9%	591	5.8%
5-9	1,109	7.2%	853	7.2%	628	6.2%
10-14	965	6.3%	935	7.9%	642	6.3%
15-19	1,144	7.4%	832	7.0%	773	7.6%
20-24	1,378	9.0%	917	7.7%	895	8.8%
25-34	2,918	19.0%	1,475	12.5%	1,189	11.7%
35-44	2,048	13.3%	1,735	14.7%	1,121	11.1%
45-54	1,436	9.3%	1,441	12.2%	1,503	14.8%
55-59	816	5.3%	503	4.3%	736	7.3%
60-64	882	5.7%	544	4.6%	568	5.6%
65-74	968	6.3%	1,172	9.9%	795	7.8%
75 Yrs. & Over	316	2.1%	505	4.3%	693	6.8%
TOTAL	15,374	100.0%	11,841	100.0%	10,134	100.0%

Source: 1950 to 1970 U.S. Census of Population.

whole. Further, only 25% of North End residents had graduated from high school compared to 54% city-wide. While these statistics refer to adults 25 years and older, there is no evidence that there are substantial differences among the youth currently in their high school years or early twenties.

The responses to the 1975 telephone survey confirmed the Census data: 43% of the members within the respondents' households had not completed high school and only 36% had a high school education.

e. Income

Analysis of U.S. Census information reveals a large variation in incomes with a 1970 median family income of around \$8,300 in the North End excluding the Waterfront Area. This is below the city's median of \$9,100, and also slightly below that of the city's older, predominantly working class neighborhoods such as South Boston, East Boston and Charlestown. Approximately 25% of the population fell in the "below \$5,000" bracket while another 33% earned over \$10,000. The large majority of families were in the moderate to low-income range between \$6,000 and \$10,000. This income information would seem to mean that North End residents are not as well paid as other city residents. In fact, the reason for the low median income is the larger than average number of retired people residing in the North End.

**TABLE 9: NORTH END
FAMILY INCOME, 1975**

Annual Family Income	No. of Households	% of Households
under \$6,000	61	36.5
6,000- 8,000	21	12.6
8,000-10,000	27	16.2
10,000-15,000	33	19.8
15,000-25,000	21	12.6
25,000 +	4	2.4
TOTAL	167	100.0%

Source: 1975 BRA Telephone Survey.

TABLE 10: EMPLOYMENT, 1975

Employment	# in Households	% of Households
Full time	223	35.5%
Part time	140	22.3%
Don't Work	265	42.2%
TOTAL	286	100.0%

Source: 1975 BRA Telephone Survey.

f. Occupation

Occupation distribution in the North End follows the general pattern exhibited for Boston as a whole with slight differences. In examining the Census data from 1950, 1960 and 1970, the patterns revealed show:

- (1) a slight increase in the proportion of professionals employed
- (2) a corresponding decline in percent of people employed as operatives (blue collar)
- (3) a general increase in the clerical worker category

- (4) a general increase in service-related occupations
- (5) stability in the sales and managerial category.

These patterns appear to follow national urban trends. The overall national emphasis on education and the push for social mobility has resulted in a climate in which more people are pursuing higher education and moving into occupations that reflect their education. If employment opportunities in the North End follow the national trend, then the fact that North End residents have a lower than average level of education attainment will be significant. North End residents will have an increasingly difficult time finding employment in an economy which is primarily professional and service-oriented.

The occupational changes apparent from census and police listing data reflect the beginnings of what could become major transformations in the North End and support, to some extent, neighborhood perceptions concerning change. For example, the percent of operatives has declined substantially from its high of 40% in 1950 to a low of 27% in 1970. From a net perspective, the proportion of blue collar workers has declined consistently as white collar workers have increased to the point where there is a very real likelihood in the near future that the balance will tip in favor of white collar occupations. This change in the balance would be the result of

TABLE 11: New Residents, 17 Years and Older, by Occupation

Occupation	1971	1972	1973	1974	Average
Prof./Semi Prof.	22.0%	22.0%	24.6%	34.9%	26.6%
Secretarial	15.7	25.6	26.5	24.8	23.8
Student	4.9	12.2	11.9	9.5	10.9
Manual Labor	23.8	23.1	21.4	19.8	21.9
At Home/Retired	33.3	16.8	15.0	10.8	17.6

Source: 1971-74 Boston Police Listing.

different migration trends in the North End. As can be seen in the chart below, the new, non-Italian residents moving in are generally working in white collar jobs.

The new residents, 35% of whom in 1974 were professionals, are rather different from the community as a whole in which only 16% are professional and 8% managerial, according to the 1975 BRA survey.

TABLE 12: OCCUPATION, 1975

Occupation	Number of Households With Members Employed in Occupation	Percentage of Households With Members Employed in Occupation
Professional	55	15.7
Managerial	28	8.0
Clerical	44	12.6
Sales	21	6.0
Skilled	42	12.0
Operative	13	3.7
Services	57	16.3
Laborers	75	21.4
Student	15	4.3
TOTAL	350	100.0%

Source: 1975 BRA Telephone Survey.

These figures are significant to planners looking to the future of the North End community. The blue collar jobs which are held primarily by the Italian residents are declining in the City of Boston. This spells unemployment and its resulting social dysfunctions, or a longer commute to work for those North End residents previously employed within the City.

B. PAST MAJOR PUBLIC AND PRIVATE INVESTMENT (1968-1977)

Since 1968, the major thrust of the City's capital improvement program has been in strengthening neighborhoods through the construction and renovation of community facilities and parks, the reconstruction of streets, the installation of lighting and the replacement of sewer and water lines.

1. North End

Public investment in the North End from 1968 until 1974 was primarily the result of capital expenditures and was financed by the City's capital budget. This investment, approximately \$2.3 million, was used to construct and renovate public facilities

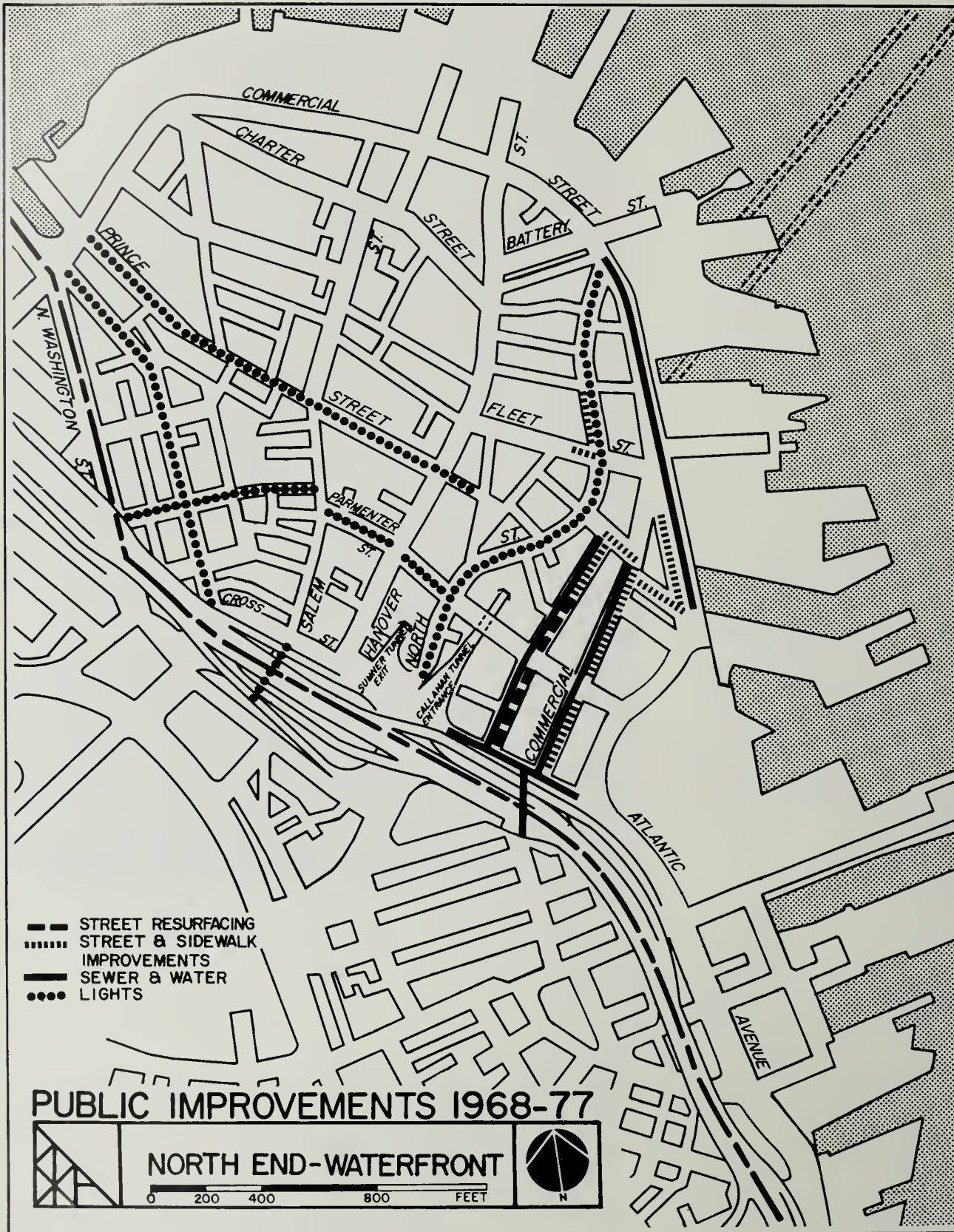


Long Wharf, one of the few remaining publically-owned wharfs, will be the site of a new park, hotel, pedestrian walkway linking the Aquarium walkway to the Christopher Columbus (Waterfront) Park, and possibly a commuter boat terminal.

and upgrade the parks and playgrounds in the neighborhood. At the same time, many of the streets in the North Station area, outside the residential North End, were improved, through street resurfacing, new lighting and improved sewer and water systems. Very little private investment was initiated in the North End from 1920 to the 1970's. In the last few years, one of the effects of the urban renewal project has been the stimulation of private market. This investment is primarily in the

form of rehabilitation and conversion of apartments into condominiums.

In 1975, the City of Boston initiated the Neighborhood Improvement Program for each of Boston's nineteen Little City Hall districts. The primary sources of funding were the City's capital budget, federal Community Development funds, Urban Renewal funds and other Federal and State monies.



From 1975-1978 the North End has received over \$10 million in public investment (excluding urban renewal) from City, State and Federal sources. Special emphasis was given to the upgrading of parks and recreation facilities. The North End Bath House, North End Park, MDC skating rink, Charter Street Playground, Cutillo Playground, DeFillipo Playground, Copp's Hill Terrace, North Square, Rachel Revere Playground and Paul Revere Mall received considerable attention and a major street lighting program was initiated.

Since 1975, the city has also allocated \$230,000 to the North End for the Housing Improvement Program. Under this program, homeowners in one to six unit structures are eligible for a 20% rebate on code-related housing improvements they make to their property. Approximately 200 homeowners have participated in the program since its inception and the rebates issued have totaled nearly \$100,000. The 50% elderly rebate program has been very successful as 16 cases will receive nearly \$50,000 in rebates.

2. Waterfront Area

The Downtown Waterfront-Faneuil Hall Urban Renewal Project was initiated in 1964. During this period the project has received \$35.9 million in Federal urban renewal funds, \$14 million in local funds, \$4.7 million in Community Development funds and \$1.35 million from the Bureau of Outdoor Recreation. The major thrust of this investment was to improve the total environmental quality of this historic district and to promote residential, institutional, and commercial development. Public monies were spent to provide improvements such as streets, sewers, sidewalks and open space areas needed to stimulate private restoration, rehabilitation and conversion of the existing warehouse structures into prime residential units. In addition, two developments (260 units) for the elderly were completed.



North Bennett Street Bath House.

Major non-residential developments which have been completed include the construction of the New England Aquarium and the Aquarium Auditorium and Pavilion, the restoration of the Gardner Building, Long Wharf, restoration of the Quincy Market and Merchants Row for general business use, and the creation of East India Row Park, the Waterfront Park and Aquarium Walkway.

C. 1978 PUBLIC INVESTMENT PROGRAM STATUS

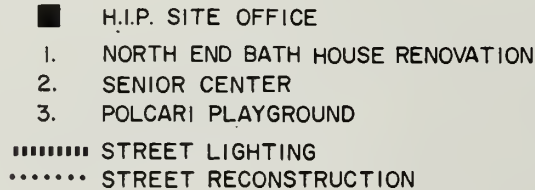
This year's Neighborhood Improvement Program will further the goal of neighborhood stabilization. The Housing Improvement Program will expand this year as a result of increased interest in renovating owner-occupied housing. The elderly will receive a special service called Housing Advocacy. Outreach workers will visit the elderly to inform them of housing programs, such as fuel payment assistance, and to help them with any housing problems. A grant to the North End Health Center will fund a Nursing Home Study to determine feasibility and identify potential funding sources.

A special senior program is being developed to provide additional recreational activities and a senior shuttle will be available to serve the North End/Waterfront area.

A major priority for the youth in the North End is an all-purpose recreational facility. Renovation of recreational facilities at the North Bennet Street Bath House have been funded and should begin shortly (plans are in design). In addition, Polcari Playground will be refurbished. Other improvements to this area include new lighting and street reconstruction. A special police patrol will be assigned to Hanover, Salem and North Bennet Streets to insure safety for area residents.

An extensive capital improvements program will begin upgrading several North End streets. A special project, a new passageway under the Expressway at Endicott Street, will promote better access for residents to and from the North End.

In summary, this year's Neighborhood Improvement Program will respond to specific needs and provide a comprehensive approach to improving the physical and social environment of the North End/Waterfront community.



NORTH END-WATERFRONT

0 200 400 600 FEET

N

III. Proposed Comprehensive Development Strategy

A. HOUSING DEVELOPMENT

Issue

The age and the generally deteriorated condition of the housing stock in the North End is a significant factor for the future of the North End as an ethnic community. The reason is that many of the existing tenants are accustomed to paying rents which are far below the market rents for the City as a whole. The 1975 BRA survey revealed that 40% paid less than \$100.00 per month, 80% of the respondents paid less than \$150.00 per month, and only 2% paid more than \$200.00 per month. Although the BRA survey may have been biased slightly toward the lower income residents, it is apparent that rents are considerably lower in the North End than in other areas of the City.

One of the reasons for the low rents is that many of the residents are living in the tenement housing built at the turn of the century with inadequate plumbing facilities. In a survey conducted by the Housing Inspection Department in 1973, it was estimated that about 1,200 of the 4,100 dwelling units in the North End were in need of repairs in excess of \$1,000 per unit. The BRA telephone survey shows 32% of the respondents in units lacking complete plumbing facilities. The telephone survey also showed that most of the people living in units without complete plumbing facilities were elderly people who had lived in the North End for over ten years. This suggests that the younger people now moving into the North End are moving into apartments in which the plumbing has been renovated.

Many rental units in the North End still do not meet requirements of the City's health and sanitary codes. If the owners of the buildings are forced into code compliance, inevitably the rents will be raised in order to finance modernization. Although the new rents would be comparable to others in the City, the existing tenants in the North End accustomed to exceptionally low rent levels may choose to



The McLaughlin and East Coast buildings being converted into condominiums.

leave. They are likely to be replaced by young professionals with higher incomes, and often without the Italian ethnic orientation.

The urban renewal project in the waterfront area has drawn many professionals to the newly created residences in old wharf buildings. Building owners in the North End know there is considerable demand from other young professionals for residential space in the North End. Thus, when they install plumbing facilities, they are, in many instances, making smaller apartments in order to capitalize on the demand. Some of these conversions are already taking place without proper zoning and building permits.

The strong demand for housing in the North End has encouraged real estate speculation. The price of buildings is increasing rapidly so that even the average four unit building in substandard condition is over \$50,000. When the cost of code related improvements is added to the purchase price, many prospective buyers are discouraged. The high cost discourages resident ownership; this is significant since such ownership is generally viewed as a positive force in protecting neighborhood stability.

As more of the long-term residents vacate apartments, the genuine Italian character of the North End will be diminished. The City needs to formulate a policy which will bring substandard units up to code but which will not result in a dramatic change in the ethnic makeup of the community. This can be done by helping long-term residents remain in the area.

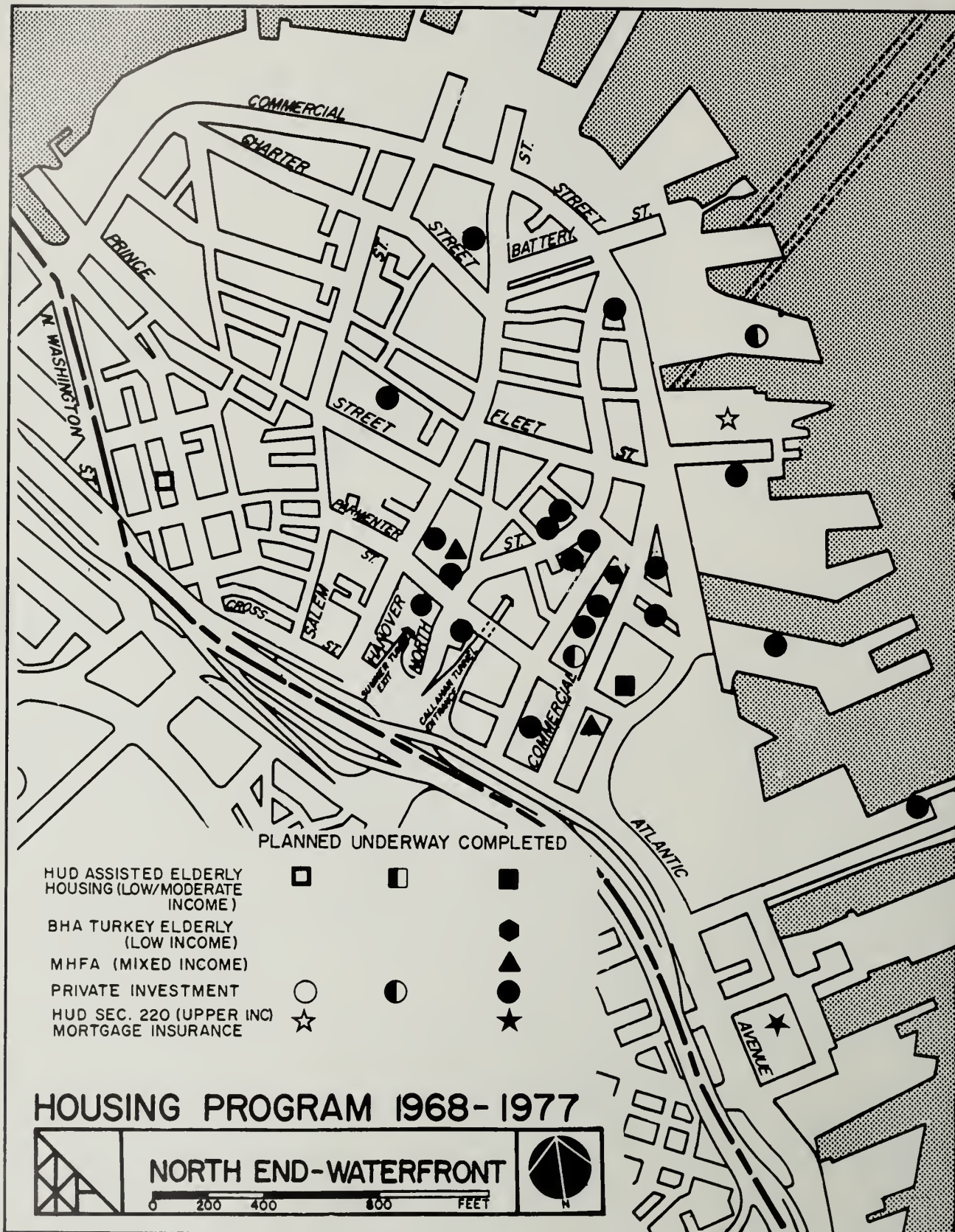
Strategy

A comprehensive housing strategy which will encourage neighborhood preservation without stimulating pressures on segments of the current population to leave or to live in substandard housing is needed for the North End. Some elements of such a strategy, i.e., the HIP Program and Rent Control, are currently being applied in the North End. Others such as concentrated code enforcement, rental assistance programs and a rehabilitation loan program exist in other parts of the City but are not currently available in the North End. These latter programs need to be adapted to the North End and coordinated so as to provide an effective mechanism for improving housing in the North End.

A modification of the HIP program to provide responsible absentee owners with incentives to rehabilitate their property should be designed. However, only those owners who meet high performance standards should receive incentives for rehabilitation.

Programs designed to stimulate rehabilitation in the North End must provide safeguards for existing residents. Rehabilitation should not result in rents which existing tenants cannot afford. This is not to say that rents should not be increased at all since, at present, many residents are paying rents considerably below those in other sections of the City. Provisions which will either ensure rents tenants can afford or will provide rental assistance for lower income residents must be incorporated into rehabilitation stimulation programs.

One source of funds suitable for such a strategy is the HUD Section 8 substantial rehabilitation program. HUD, under this program, contracts with a developer for the rehabilitation



of a certain number of units. HUD guarantees the developer the approved market rate rent for these units while the lower income tenant is required to pay 25% of his income as rent. HUD subsidizes the difference between 25% of the tenant's income and the approved market rate rent.

Although Section 8 substantial rehabilitation is a program which appears ideal for the North End, it has not been used in the area. The shortage of funds, the large number of units throughout the city in need of assistance, and requirements that proposals must be submitted by developers who can demonstrate control of the site are a few of the reasons why this program has not been applied more extensively in the North End. Over the next few years, efforts will be undertaken to determine how to adapt this program to meet the needs of the North End.

In addition to rental assistance programs, the North End is in need of programs which encourage owners to rehabilitate their property. Code enforcement, an existing program conducted by the Housing Inspection Department, is designed to bring substandard buildings into compliance with City health and sanitary codes. The program operates on a citywide basis. In the past, efforts were made to combine code enforcement with other programs, i.e., federally assisted code enforcement (FACE) and urban renewal to concentrate code enforcement efforts in specific neighborhoods. Essentially, these programs inspected all property within specific geographic boundaries for code violations and offered rehabilitation assistance in the form of low interest loans and grants to homeowners. Some forms of these programs are in effect in some sections of the city. These programs should be analyzed, adapted and made available to property owners in the North End. Provisions to prevent excessive increases in rents after rehabilitation should be built into these programs. Absentee owners not providing quality housing should receive strict reviews by the City.

Neighborhood Strategy Areas is another program which encourages rehabilitation without displacement. NSA is a program which can assist

the North End in achieving one of its primary housing goals — the rehabilitation of its housing stock *without* the displacement of tenants.

One of the goals of the NSA program is to allow local governments control over housing subsidies in a particular area. There is no question that the North End is an area in need of housing subsidies. One of the major issues facing the North End community is the displacement of existing residents by "outsiders" which has meant displacement of low income persons, usually elderly Italians, by higher income people who want to walk to work downtown.

NSA is a program which can enable existing residents to remain. In fact, HUD has stated: "Where you have a neighborhood which is beginning to turn around with a new influx of middle or upper income families, the NSA Program can be helpful in making it possible for those who have lived in the neighborhood longer, and may have lower incomes, to remain there and enjoy the newly revitalized area." The North End is such an area. If an NSA is implemented in the North End, displacement must be kept to a minimum and relocation, if necessary, should be temporary. Another goal is progress in equal opportunity and fair housing.

These two goals are not contradictory. If there is no displacement there are no units to be marketed. If there is displacement and vacant units result, an existing eligible resident's first policy does not discriminate against anyone on the basis of race, religion or sex. It merely allows people who have a commitment to the community to remain. An NSA application should be submitted for the North End for it would help the existing neighborhood address its major issue and help HUD analyze what a Section 8 program of this type can do in cohesive ethnic neighborhoods undergoing change. This appears to be an issue of national significance and we should be in the forefront in helping to create mixed income neighborhoods and help save a neighborhood like the North End and its rich cultural heritage and ambience.

The BRA, upon the completion of the new elderly housing at Fulton and



Richmond Streets, conducted a study to determine the former residence of the new occupants. The purpose of the study was to identify the number of occupants who vacated units elsewhere in the North End and further to determine the fate of those units. The study indicated that 73 tenants came from apartment units in the North End. The rents charged for the former apartments ranged from \$25.00 plus utilities to \$165.00 plus utilities; 57% of the rents were between \$50.00 and \$99.00.

Any housing assistance programs developed for the North End should seek to provide existing low income residents with decent housing within the community. Thus, the first priority for new or substantially rehabilitated housing, should be given to existing residents who qualify for such housing and who desire to live there.

B. FUTURE OF THE NORTH END AS AN ITALIAN ETHNIC COMMUNITY

As was stated earlier, a new, non-ethnic population has been attracted to the North End at the same time that the level of immigration to the North End from Italy has declined. As a result, many aspects of the traditional ethnic lifestyle appear to be giving way to the gradual assimilation of American cultural behavior and values. Although the "Italian character" of a neighborhood cannot be quantified, the traditional residents are concerned that the influx of non-ethnic outsiders into the North

End/Waterfront district will result in the loss of the ethnic character of the community.

Strategy

As immigration declines and second generation Italians increasingly assimilate American values and aspire to move to the suburbs, the needs of the elderly Italian population in the North End will have to be met by social agencies. There should be a review of those agencies to analyze any voids or overlapping programs in service delivery.

The North End Neighborhood Task Force was established in 1976 to serve as a unified voice for the North End on all issues and proposals affecting the community's future growth and development. The Task Force is very concerned about the traditional character of the North End and is working with residents and City officials to identify ways in which the character of the North End can be strengthened and maintained.

One of the many issues which the Task Force is addressing is the need for community consensus on problems facing the North End. If the Italian community does not work together, recognize the pressures on the North End and address them in a timely manner, there may be a limited future for the North End as an ethnic community.

As indicated in the previous section, one of the keys to preserving the Italian character of the North End is the development of a housing policy which will enable and encourage existing residents of all income groups to remain in the community, and attract many who have left to return. Such a policy must be designed to discourage real estate speculation and at the same time encourage rehabilitation of substandard housing units.

The development of the Fulton and Commercial Streets parcels in the Waterfront Urban Renewal Project reflects such a policy. Preference has been given to local residents as developers of most of the properties on Fulton and Commercial Streets were individuals (38) who resided in either the North End or the Waterfront at the time of the offering. San Marco's development consists of moderate priced condominiums



Italian specialty shops on Hanover Street.

(under construction) sold to residents and former residents of the North End. Columbus Plaza and the Fulton Street Elderly Housing are two elderly housing developments which are occupied primarily by North End residents. The Mercantile Wharf development also contains subsidized units which are occupied primarily by North End residents. Since these developments were built on publicly owned urban renewal parcels, it was possible to design their development to meet the needs of North End residents. Since the North End proper is not a renewal area and there are no publicly owned parcels this process can not be duplicated in the North End. Thus, public agencies must develop policies to encourage private owners to rehabilitate or maintain housing for existing residents.

C. CENTRAL ARTERY

Issue

The Central Artery, constructed in the early 1950's to facilitate the movement of commuters into and out of the City, physically separates the North End from downtown Boston. Because of the Artery's limited life expectancy, its inadequate capacity and its effects on adjacent land uses, many proposals to alter it have been made in recent years.

The latest proposal, now being considered, is to reconstruct the Artery from Charlestown to South Station. This would be done in three segments: (1) the northern or Charlestown segment; (2) the southern or Dewey Square segment; and (3) the central or North End segment from North Station to South Station. The State has already obtained an appropriation of \$311 million in Federal funds for the northern and southern sections. Although connected by the central section, these two sections can be constructed independently. The funding for the central section, estimated at \$600 million, has yet to be appropriated.

The Massachusetts Department of Public Works recently completed a summary of preliminary findings for the Central Artery Project. The summary recommends that further study be done on four different alternatives including one which involves no change from the present scheme. In addition the state has selected the consultants who will prepare the detailed environmental and engineering documents needed for this project.

Too often, the documents prepared for projects of this magnitude are very technical and difficult for the layman to understand. Since this project could have significant impact on the social as well as physical environment of the North End both during the years of construction and after its completion, it is important for residents to be involved in the planning process. Their questions and concerns must be aired before irrevocable changes are made; it is also important that several options, including at least one no build alternative, be presented.

Strategy

City officials will work closely with the Massachusetts Department of Public Works staff to ensure that meaningful public meetings are held in which residents can ask questions and understand the alternatives under consideration.

Merchants and residents alike will experience some disruption in their daily lives during the 3 to 5 year period of construction or rehabilitation. Thus, careful planning will be



Central Artery — separating Faneuil Hall from North End/Waterfront.



Salem Street shop.

necessary to minimize this disruption. For example, it will be important to limit the hours of construction activity and to provide alternative vehicular routes into the North End neighborhood.

The most important aspect of the reconstruction question which North End residents should consider is the resulting physical relationship between the central city and the North End neighborhood. The North End community and city officials should be involved in recommendations concerning the kind and scale of development on the air-rights over a depressed Artery.

D. NEIGHBORHOOD COMMERCIAL REVITALIZATION Issue

The Hanover/Salem Street commercial center, the North End's primary shopping area, caters to the general needs of the local population as well as to large numbers of Italians and others in the greater metropolitan area. Bakeries, fruit and produce stores, meat markets and Italian restaurants abound. The commercial center is important to the Italian community not only because of the ethnic specialty items available but also because it provides a cultural link to the traditional Italian marketplace and offers a social meeting place in which former residents can maintain ties with old friends. The center provides employment opportunities for local residents who may be relatives or friends of shop proprietors. This, in turn, fosters a

flow of economic resources within the neighborhood. The commercial center is a colorful, vibrant area which reinforces the "old world" image of the North End.

Most of the businesses are small, family-owned retail stores with facades and interior layouts which have changed very little since their opening, often decades ago. Recently, individual owners have begun rehabilitating their stores, particularly the facades, on a limited basis.

Although the Hanover/Salem Street commercial center remains strong and attracts a continuous flow of shoppers, the area has problems such as lack of customer parking and shopper amenities, a disjointed approach to storefront improvements, and poor traffic circulation. The most serious and difficult problem to resolve is the lack of customer parking because of the demand for parking spaces from residents, merchants and shoppers.

Amenities such as benches and sitting areas would make the shopping experience more pleasant. The small area at Bartlett Place is the only such area now existing. The entire business district could benefit from a unified approach to storefront improvements since the individual facade improvements made to date create a significant contrast to older facades and give the overall area a disjointed and confusing appearance.

Strategy

The City's Neighborhood Business District Program, in conjunction with

other City departments and the BRA, is now assisting local North End businessmen. A Business Specialist has been assigned to the North End and is responsible for providing technical assistance on business, physical improvements, crime protection and ensuring the delivery of City services to the area.

In the past year, several improvements have been made to enhance the aesthetic appearance and safety of the area. Street lights have been installed on Hanover/Salem Street and the Salem Street pathway. Trees have been planted along Hanover and Commercial Streets. On Salem Street, security grates were decorated with murals through a program sponsored by the Neighborhood Business District Program, the North End/Waterfront Arts Council, the Salem Street Merchants and the Rust-oleum Paint Company.

The City has begun and should continue the dialogue between City officials and local businessmen. These seminars have resulted in a face lift project for the Blackstone Market area. New awnings and colorful banners will be installed and murals will be painted on security grates.

City officials and merchants should work in the next three years to improve pedestrian and vehicular access to the commercial center. Streets are clogged by illegally parked vehicles which impede circulation, discourage shoppers and make it difficult for emergency vehicles to reach their destinations. The City must rigorously enforce parking regulations on



Italian meat market on Salem St.

Hanover and Commercial Streets and Atlantic Avenue to ensure turnover of parked cars to increase available parking. Otherwise, the North End merchants will suffer because their customers cannot park near their shops.

The Business District Coordinator should work with merchants to prepare a proposal for a coordinated facade treatment and encourage the merchants' participation in the City's "RESTORE" program. Under this program participating merchants receive a rebate for storefront improvements provided that 25% of the businesses in the area are involved in the program.

The feasibility of closing Hanover and Salem Streets to vehicular traffic during specific time periods in order to provide a pedestrian mall should be explored. The success of the recent Downtown Crossing experiment indicates that street closings benefit the business districts by providing a pleasing environment for shoppers. If such an experiment were to occur on Hanover and Salem Streets, it would have to be a temporary closing, probably on Saturday afternoon and Sunday. Before such an experiment can be implemented, the impacts on residents, merchants and the current parking situation must be identified. Such an experiment cannot be imple-

mented without the enthusiastic support of the community.

E. TRAFFIC CIRCULATION AND PARKING

Issue

As one enters the North End, one becomes immediately and acutely aware of the severe parking and traffic problems. Streets are constantly lined on both sides with parked cars; sometimes even sidewalks are pressed into use. It is also not unusual to see cars double and triple parked along Hanover Street, especially in front of bakeries and pizza shops. Trucks servicing restaurants and commercial establishments also impede circulation. Trucks often block parts of streets like Hanover and Commercial and totally obstruct other streets like Parmenter, Richmond, and Salem. Fire lanes are constantly blocked as are fire hydrants and very often it is difficult, if not impossible, for fire apparatus to proceed in an emergency situation.

These conditions result from a large number of parkers, residents, merchants, shoppers, tourists and employees, competing for an insufficient number of on street parking spaces. The problem is compounded because many of the spaces, legal and illegal, are used by people going to areas adjacent to the North End, i.e.,

Government Center, Faneuil Hall and North Station.

As a result of recommendations made in the past, parking meters have been installed on Hanover Street, Commercial Street and Atlantic Avenue, several "no parking" signs and all street cleaning signs have been removed and some curbing has been painted red within 10' of an intersection in order to discourage curb parking.

The 1970 Census indicated that approximately 1,550 of the North End's 10,000 residents owned cars. In 1973, a BRA survey indicated that approximately 800 of the 1,200 residents within the urban renewal area owned cars. It is estimated that the population of the North End including the renewal area is now approximately 12,000. Although 1977 statistics on car ownership are not available, we assume that it has also increased. We do know, however, that no new on-street parking has been created since 1970. In fact several hundred on-street spaces were eliminated as a result of development within the urban renewal area.

A BRA survey indicates that, at most, there are 2,000 total (legal and illegal) on-street spaces for the now more than 2,300 cars owned by residents of the North End/Waterfront.

Since this survey quickly points out that it would be impossible to provide on-street spaces for everyone, the approach used in the following program is to limit competition for spaces to residents, merchants and patrons of North End shops and restaurants. Tourists, merchants, employees and people going to areas adjacent to the North End, such as Faneuil Hall, Government Center, North Station, should be discouraged from using on-street spaces in the North End/Waterfront.

There are approximately 3,000 off-street parking spaces in the North End/Waterfront area. Of these, 1,800 are in public facilities and about 1,200 are private, employee, customer or tenant parking only. The public facilities are located on the fringes of the community and are not used for overnight resident parking. The Sargent's Wharf facility (210 spaces) provides up to 50% of its spaces for

resident parking on a monthly basis. To date, very few residents use this lot. Two other facilities, the Harbor Towers garage (1,800 spaces) and the Government Center garage (1,500) are mostly vacant at night. North Enders are reluctant, because of the location and cost, to use these facilities. This attitude is quickly visible by the current use of the Fulton Street lot. All 110 spaces of this lot are restricted for resident parking only and due to its convenient location and security is always fully utilized by monthly parkers who live in the nearby Mercantile Building and on Fulton and Commercial Streets.

The restricted parking district in the downtown area, including the North End/Waterfront, which the City established to comply with the U.S. Environmental Protection Agency's (EPA) regulations, further aggravates the parking problem. In order to improve air quality, EPA is seeking to reduce the number of private vehicles in the City through a reduction in on-street parking spaces and a freeze on new commercial parking lots. In order to provide new commercial spaces, a freeze permit must be obtained and there must be an elimination of an equal number of spaces elsewhere in the freeze area. Permits to create new parking spaces require approval at the local and state level. This freeze makes it almost impossible for the City to require developers to provide sufficient off-street parking spaces to meet their requirements.

Strategy

City officials are now shaping a comprehensive traffic and parking policy incorporating both short- and long-range objectives for the North End/Waterfront area. Short-range policies will concentrate on improving circulation and parking through improved use of existing resources.

A survey of current traffic conditions and the signs regulating on-street parking in the North End was recently conducted. As a result, several recommendations were made and many are being implemented. Parking meters have been installed on Hanover and Commercial Streets and Atlantic Avenue. Several "no park-



Congestion and sidewalk parking on Prince Street.

ing" signs have been removed. All street cleaning signs have been removed and street corners painted red to indicate no parking within 10 feet of the corner. In addition, the resident parking sticker program is being revised and plans are being made to designate certain streets for resident sticker parking only. The patrons of commercial establishments on Hanover/Salem Streets will be able to use only those streets which have not been designated for resident sticker parking or the Under Artery lot and Government Center Garage. No new spaces would be created under this program but it should help North End residents considerably by reserving on-street spaces for them. Strict enforcement of these regulations will be necessary if this program, designed to discourage double parking and improve emergency vehicle access, is to be successful.

A longer range policy to improve the difficult traffic and parking situation in the area involves encouraging the public, including North End residents and restaurant patrons, to use existing off-street parking resources. The Government Center Garage has adequate space at night, but is at present poorly lit and has inadequate security. It is too far away for people to use it after dark unless a shuttle service to the North End is provided. Special residential rates, improved

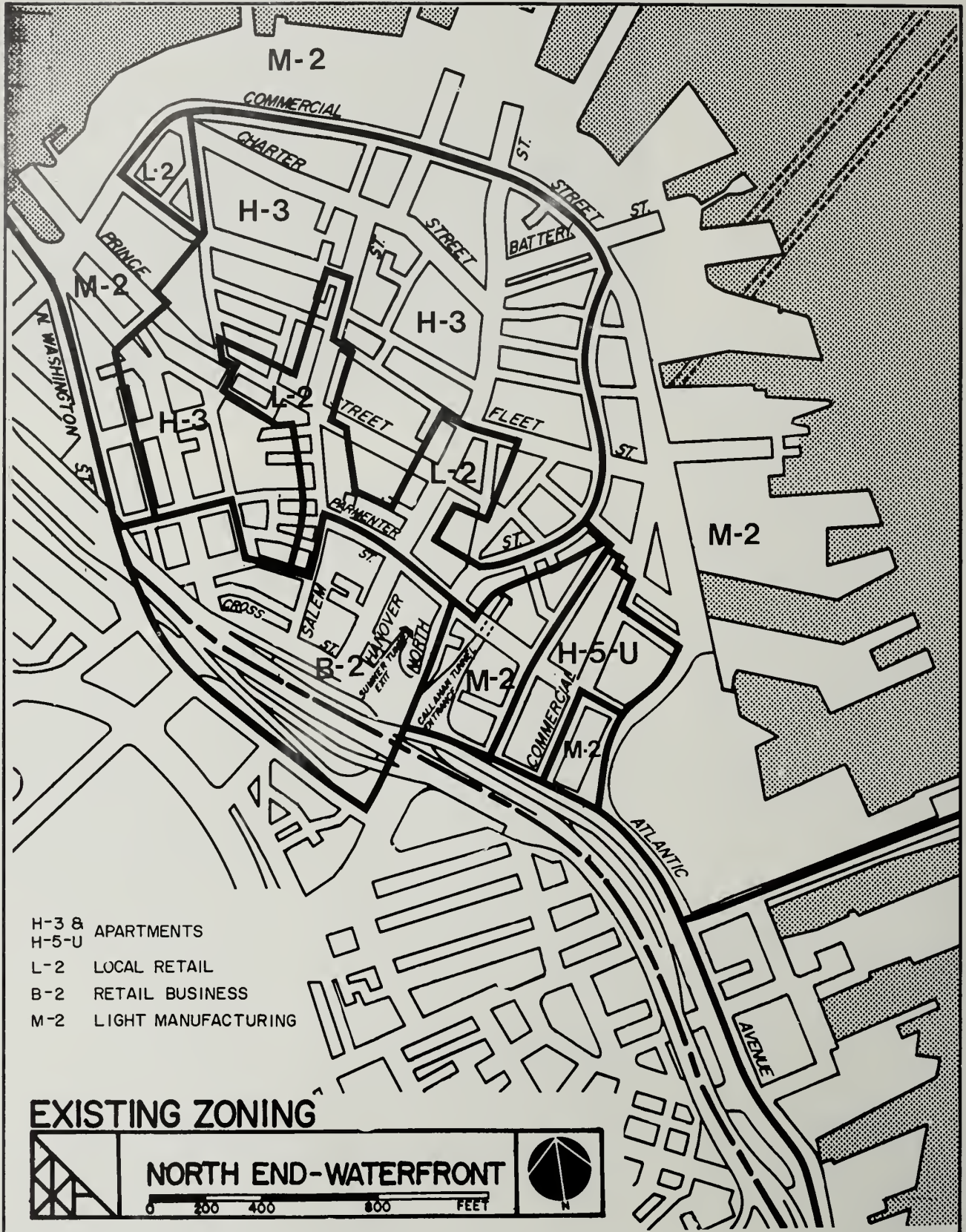
lighting and security, and shuttle for residents should be established.

Public officials should analyze the feasibility of constructing a parking garage for commercial and residential use. The "Tunnel Site," on the corner of Fulton and Commercial Streets and the site of a temporary parking lot, should be considered for such a parking garage and community facility. Because of the site's proximity to the Tunnels it will be difficult to construct a five-story building with three levels of parking (over 250 spaces) including one below-grade. The freeze on commercial parking permits will add to the difficulty of creating a parking facility on this site. But this may be the only appropriate site for such a facility in the area and officials will have to design a facility in light of difficult physical and public policy constraints.

F. PROLIFERATION OF LIQUOR LICENSES

Issue

There are many restaurants and bars in the North End and in the Downtown Waterfront/Faneuil Hall Urban Renewal Project, ranging from pizza shops which serve beer and wine to expensive and elaborate gourmet restaurants and dating bars. Many of the restaurants cater almost exclusively to residents, tourists,



employees and shoppers who are in the community regularly. Several attract patrons from the suburbs.

All the licensed establishments in the North End and Waterfront are located in the midst of a densely developed, mixed residential neighborhood. Only the Faneuil Hall Area restaurants are located in a purely commercial area. All have impacts, some positive, others negative, on the residential area. The BRA is identifying the problems created by licensed establishments and recommending guidelines which will minimize their negative impacts.

Restaurants and bars provide a necessary service for the people who live, work and visit the neighborhood, many of whom live by themselves or lack the time, equipment or desire to regularly prepare meals for themselves. This group includes not only the single, active people or employees on a lunch hour but also a large portion of the elderly population and the tourists.

Restaurants and bars can contribute to a sense of community by providing a place where friends can meet and talk, and by establishing themselves as landmarks along the streets of the neighborhood. The institutions often enhance business activity, pay taxes, provide jobs and contribute to sidewalk security and a feeling of safety by the foot traffic that they generate.

How can we best minimize the problems created by restaurants and bars and still enjoy their beneficial aspects? In concept at least, the many layers of existing regulations governing restaurants and bars (Building Department, Health and Hospitals, Licensing Board, and Zoning Board of Appeal) should be sufficient to ward off potential problems from new establishments and rid the neighborhood of problems created by existing bars and restaurants.

Yet many neighborhood representatives are dissatisfied with the results of the current system. They quite accurately point to the environmental nuisances which still persist, to the vagaries inherent in trying to assess in advance the plusses and minuses of proposals, and to the difficulties in enforcing regulations and promises once a proposal becomes a reality.

The community, over the last several years, has become extremely dissatisfied and frustrated with the proliferation of liquor licenses in the North End and particularly in the Waterfront/Faneuil Hall Urban Renewal Area. The community, in an attempt to combat the proliferation, has, on numerous occasions, appeared before the Licensing Commission to testify against the granting of liquor licenses to restaurants and bars seeking to locate in the area. Until recently, they have been most unsuccessful.

Strategy

The Licensing Board has the exclusive jurisdiction for the granting and regulation of liquor licenses in the City of Boston. The BRA is currently studying the current situation and will develop a series of guidelines for the consideration of the community. The guidelines, if acceptable to the community, will be presented to the Licensing Board in reviewing new applications requiring a public hearing. These guidelines are intended to assist in the evaluation of liquor license applications.

G. OPEN SPACE

Issue

The North End and Waterfront contains 14.2 acres of open space, an average of 1.4 acres per 1,000 population (1970 Census). Most sites are small playgrounds serving the immediate residential neighborhood. Only three facilities are over one acre in size and all are less than five acres.

Partly as a result of the lack of open space in the North End, existing parks and playgrounds receive heavy use. This accounts for the fact that facilities in this neighborhood tended to be in generally worse condition than those in the City as a whole. In the North End/Waterfront district, only 28.6% of the sites were found to be in good condition. Citywide the total was 52%. Three sites in the district were found to be in poor condition and two were abandoned. All of this suggests that there is a need for a substantial increase in general maintenance expenditures in the North End.

Many of the facilities, i.e., Copps Hill Terrace and Burying Ground, Paul Revere Mall and the Waterfront Park, are tourist attractions for travellers of the Freedom Trail.

Strategy

Much of the open space need of the district could be met through existing facilities if major efforts were exerted in replanning, capital investment, repair and continuous maintenance and the completion of proposed facilities. The MDC has completed a skating rink and is in the process of completing the playground it has planned for the former Piemonte carwash site. This facility is planned to extend behind the HEW building and park, particularly the playing fields, the basketball court, the swimming pool and the bathhouse, should be significantly improved.

Finally, a program of daily maintenance should be devised and implemented to ensure that facilities are not allowed to deteriorate over time as a result of neglect and vandalism.

IV. Summary of Proposed Three-Year Improvement Program (1979-1981)

A. COMPREHENSIVE DEVELOPMENT STRATEGIES

The proposed 1979-1981 neighborhood improvement program is designed to reinforce the North End/Waterfront as a major residential neighborhood as well as a regional tourist and commercial attraction. The City should emphasize activity in several areas such as the development and implementation of comprehensive policies for housing, traffic and parking, the commercial center, capital improvements, human services and for completion of the Urban Renewal activities in the Waterfront area.

Comprehensive development strategies have been identified in the preceding section for these major issues affecting the community. In brief these strategies are:

1. Housing

- Encourage rehabilitation of housing stock:
 - Housing Improvement Program (HIP)
 - Develop new and revise existing programs
 - * HIP for non-owner occupants
 - * Code enforcement
 - * Section 8
- Discourage displacement of long-term residents:
 - Elderly housing
 - Develop a Neighborhood Strategy Area Program
 - Rental assistance programs, i.e., Section 8 existing
- Expansion of homeownership opportunities
 - Condominium conversions
 - Co-operative housing program

2. Central Artery Reconstruction

- Work with Mass. DPW and consultants
- Participate in Environmental Review Process
- Assess impacts for the community and identify options

3. Commercial Center Revitalization

- Business District Amenities
- Hanover/Salem pedestrian mall



View of Commercial Street rehabilitation.

4. Traffic Circulation and Parking

- Implement short-term objectives, i.e., improved signage
- Revise resident sticker program
- Encourage use of off-street parking facilities
- Effective enforcement of traffic regulations

5. Proliferation of Liquor Licenses

- Devise strategy to address issues
- Development guidelines pertaining to bars and restaurants for presentation to the community and Licensing Board

6. Human Services/Non-Profit Capital Improvement

- Indoor recreational complex
- Nursing home (feasibility study)

7. Capital Improvements

8. Completion of Urban Renewal Activities

B. MAJOR OBJECTIVES AND PRIORITIES FOR PUBLIC IMPROVEMENTS

The proposed Three-Year Improvement Program for the North End/Waterfront is designed to upgrade and preserve the area's housing, commercial center, recreational resources, public facilities and human services. A combination of public investment, private investment and public policy is needed to fund programs and to

implement the strategies outlined above.

Program recommendations were made assuming the continuation of recent funding levels. However, city-wide efforts must be made to improve funding levels through increased Federal, state and local aid. The City faces tremendous burdens based on the uncertainty of the municipal bond market, the inequitable tax structure in Massachusetts, and cutbacks at the state and Federal levels. Because of the scarcity of available funds, the City must continue to utilize a variety of resources to coordinate neighborhood preservation efforts and to maximize private investment.

1. Housing Program

Preservation and improvement of the district's housing requires strong public policy and substantial public investment. It is essential to provide programs which encourage preservation and upgrading of the housing stock. Owner occupants given financial incentives and technical assistance are anxious to make improvements required to meet housing code standards. Such assistance should be extended to non-owner occupants. The Housing Improvement Program should be continued and revised to allow participation by non-owner occupants. Section 8 existing housing should be made available to eligible



landlords. A NSA program should be devised and funded to encourage preservation of the housing stock without displacement of existing residents.

2. Commercial Area Improvements

The appearance of neighborhood shopping areas affects the values of the surrounding residential property and the confidence of abutting homeowners. Upgrading the Hanover/Salem commercial area should involve the provision of pedestrian amenities, street furniture, and a study of traffic, parking and pedestrian access to determine feasibility of closing parts of Hanover and Salem Streets on the weekends and transforming them into a pedestrian mall.

3. Public Facilities

One traditional tool to strengthen a neighborhood is to provide needed neighborhood recreational facilities. One important element within the three-year plan is the completion of the conversion of the North Bennett Street Bath House into a multi-purpose recreational center. The first phase of this conversion, complete and operational, consists of shower facilities on the first floor, and securing the remainder of the building. The second phase, for which \$225,000 has been allocated, consists of rehabilitating the remainder of the facility. At the end of Phase II some additional facilities may be required for activities determined through the community process. Funds should be secured for this possible third phase.

The completion of the North Bennett Street Bath House will satisfy the short-range needs for a recreational facility but will by no means alleviate the need for a total indoor recreation complex. The community would still need a total indoor recreation complex which would include an indoor swimming pool, regulation size gym, and other indoor recreational facilities not currently available in the North End. Such a complex could be constructed in Polcari Playground adjacent to the Bath House. A recreational committee has been established by the North End Task Force to identify potential sites and sources of funding. It is likely that public funds would be needed to supplement those

from sources identified by the committee.

4. Public Works

Public works improvements traditionally cover street lighting, sidewalks, streets, and sewer and water mains. As part of the three-year neighborhood improvement program it is recommended that trees be planted along the wider residential streets, i.e., Endicott, Charter and North, and that a comprehensive plan for upgrading the streets, sidewalks, water and sewer systems be devised for future implementation.

Today, a serious condition exists as raw sewage very frequently enters Boston Harbor. City, State and Federal officials are working together now to address the problem. It appears that until the storm and sewer systems in the North End are separated and until a new regional sewage treatment facility is constructed, raw sewage will be dumped into the harbor whenever the current capacity is exceeded. The City is hoping to obtain Environmental Protection Agency funding for the separation of storm and sanitary sewers on Commercial Street from Eastern Avenue to Hanover Street. This will reduce the amount of sewage outflow into the harbor and will therefore be a partial solution to the problem. The construction of the sewage treatment facility should solve the remainder of this problem. The community should lobby with the appropriate decision makers to select a site for this facility and to start construction as soon as possible.

5. Parks and Recreation Department

Two major studies are currently being undertaken by the City to improve parks and open space facilities throughout the City. The first, a Boston open space plan is underway by the Parks and Recreation Department and the Boston Redevelopment Authority. To date, an inventory of existing North End facilities and their conditions has been completed. This inventory indicates that nearly all are in need of capital improvements. A master plan for improving these facilities should be prepared. Priorities should include the redesign of the North End Park, softball

fields, basketball court and the renovation of the swimming pool and bathhouse. The MDC portion of the park should be completed and improvements scheduled for DeFillipo, Charter Street and Cutillo Playgrounds. An improved maintenance plan should be devised and implemented.

The second City effort, now completed, is the Parks Department's vandalism study to identify and quantify the causes, costs and consequences of vandalism. This will be particularly helpful in determining the type of equipment best suited for parks and playgrounds in the North End.

This project has resulted in the publication of a guide on managing vandalism. The purpose of the guide is to assist managers to develop better ways to curb damage to parks and recreation facilities. The guide stresses three things: (1) understanding the problem; (2) reviewing management tools available to deal with it; and (3) devising a conscious strategy for putting these tools to work.

6. Human Services

Continued investment in the area of social services will be necessary to assist the community, especially with respect to teen services and programs and elderly services. In 1977, \$15,000 in CDBG funds was allocated to the Teen Collaborative which is composed of the four youth services agencies (the North End Union, North Bennette Street Industrial School, North End Community Action Program and the Christopher Columbus Community Center) to provide counseling and recreational services to teenagers. Other sources of funding must be secured so that the kinds of programs offered by the Teen Collaborative can be continued without depending on CDBG. Day care services may also need to be expanded.

This year there will be several programs to meet the needs of the elderly. A new Housing Advocacy Program for the elderly will employ Outreach workers to make personal contact with all seniors to advise them of programs, services and benefits available and also to assist in solving any problems they might have. The North End Health Center

received \$27,500 to conduct a nursing home feasibility study. A senior program is being developed to provide new recreational activities. These activities will be funded by the City and conducted by local senior groups. Also, the senior shuttle will be continued.

In order to maximize the impact of all human service funding available to the City, planning efforts must be directed toward ensuring a consistent and comprehensive pattern of service delivery regardless of the funding source.

7. Transportation and Traffic Improvements

A comprehensive plan for street and sidewalk improvements should be devised and implemented. The reconstruction of Commercial Street from Kenny Square to Hanover Street should be scheduled to coincide with improvements of the sections within the Urban Renewal Project. In addition, the current street lighting program should be continued.

8. Completion of Urban Renewal Project Activities

Although much of the Waterfront Urban Renewal program is completed, there are some parcels remain-

ing to be developed. The proposals for these parcels will require careful review to assess their impact on existing traffic and parking problems and their compatibility with surrounding land uses. Among these parcels are the following:

Sargent's Wharf. This site is at present a temporary parking lot. However, the BRA has tentatively designated as developer the North End Businessmen's Development Corporation. The group proposes to construct 344 apartments as well as a 10,000 square foot galleria containing shops, sidewalk restaurants, offices, exhibitions, a lecture hall and a space for concerts as well as parking for 331 cars. Construction is scheduled to begin in 1979.

North End/Waterfront residents have met with the developer to discuss this proposal. The major concern of the community is over the high rents that will be charged. The developers are now attempting to obtain subsidies to reduce the rents for some of the apartments. The developers recently have indicated that they are exploring the feasibility of constructing condominiums instead of apartments. Such a change in the proposal will require BRA Board approval.

C-2. Rehab of individual buildings on

Fulton and Commercial Streets. The 90 units remaining to be rehabilitated are under construction. The San Marco Society is the developer for 60 units which are to be sold as condominiums. Local residents have been designated developers of the remaining 30 units. An additional 33 units will be created in the commercial block building which is scheduled to be rehabilitated in 1978.

Long Wharf. Plans for Long Wharf include a hotel, a park and perhaps a commuter boat terminal. A developer's kit proposing a 375 to 400-room hotel with parking was prepared and proposals solicited. The Long Wharf Park will connect the Aquarium walkway with the Waterfront Park, and there will be public access around the hotel. No decision has been made about the location for a proposed commuter boat terminal but Long Wharf is under consideration. Part of the planning effort over the next three years should be to assess the suitability of this facility at Long Wharf as opposed to Rows Wharf.

Rows Wharf. A restaurant and a residential and parking garage complex are currently proposed for this site.

C. THREE-YEAR PROGRAM SUMMARY TABLE

Issue	Strategy	1978 Investment Program	Proposed 1979-1981 Neighborhood Improvement Program Activities
Shortage of housing in face of growing demand.	Preserve existing stock	HIP - \$125,000 (CDBG) Special HIP 50% rebate program for the elderly (CDBG)	Continue to monitor HIP, and recommend changes as appropriate. Make HIP budget recommendations. Develop pilot program to encourage rehabilitation of non-owner-occupied structures.
	Encourage new construction and conversion/rehabilitation to provide additional units.	Casa Maria Elderly Housing 150 units — (Federal 202/Sec. 8 Funds)	Review zoning code & revise as necessary. Work with developers and community to shape proposals for: Sargent's Wharf — new construction Commercial Block rehab — 37 units.
	Discourage speculation through strict enforcement of zoning and occupancy laws		Review zoning variance requests with community to assess impact on traffic, rent structure and tenants of long standing. Provide technical assistance to community task force formed to address issues such as the shortage of housing.

Issue	Strategy	1978 Investment Program	Proposed 1979-1981 Neighborhood Improvement Program Activities
Future as Italian ethnic community	Work with community task force to increase awareness of community dynamics.		Discuss relationship between housing demand, apartment renovations and resulting rent structure.
	Assess existing social services to determine additional programs to meet needs of Italian residents.	Elderly Outreach Program North End Community Health Center Nursing Home Senior Shuttle Study	Work with existing agencies to create constructive programs for adolescents.
	Provide public facilities that make community attractive to all age groups.		Assess need for additional recreational facilities in the bathhouse once Phase I & II are completed.
	Prepare housing policy that renovates dilapidated structures without forcing out existing residents.		Encourages use of Section 8 "substantial rehabilitation" and "existing housing" funds to keep lower income tenants from being forced from renovated units.
Commercial Center	Improve pedestrian and vehicular access to commercial center by enforcing traffic and parking regulations.	Hanover Street parking meters (operation budget)	Recommend resident parking program.
	Improve appearance of center.		Work with Business Coordinator to encourage participation in RESTORE Program.
	Continue dialogue between City Hall and merchants to discuss problems and needs.		Work with Business Coordinator to determine locations for benches and sitting areas. Secure funding. Meetings with Vice Mayor, Neighborhood Business Seminars.
Central Artery Depression	Work with Mass DPW and consultants to insure that public meetings are meaningful and informational material is clear to lay people.		Work with community Task Force to provide additional technical assistance to enable residents to raise significant issues. Continue discussion with Task Force about effect of air rights development on the North End neighborhood.
Traffic & Parking (double parking congestion)	Implement short range objectives including installation of parking meters on Hanover Street and better signing to improve circulation. Reinstitute and enforce strictly the resident sticker program designating certain streets for resident parking only. Make better use of off-street space.		Continue analysis of traffic and parking issue. Propose alternative solutions. Work with residents and restauranteers to encourage use of Government Center Garage. Provide lights, security, special rates and shuttle service in the Garage. Begin feasibility study of parking structure on the Fulton Street site.

V. Appendices

A. NEIGHBORHOOD HISTORY

The area known today as the North End was originally a hilly pasture located north of the first Boston settlement. Gradually, tradesmen and artisans established their businesses along the waterfront. Over the years as additional land area was created by the filling of the harbor, the tradesmen and artisans moved their operations to the new waterfront and freed up an area which became a fashionable residential neighborhood. In the early nineteenth century, mansions and cottages abutted the winding narrow streets and alleys which, to this day, distinguish the North End from other sections of Boston.

According to the *North End Plan, 1919*, published by the City Planning Board, "Hanover Street in 1645 was the main artery and there was a causeway approach across the flats from the West End and a shore road, now North Street, around the greater part of the district. A complete network of streets and alleys had developed with relatively large blocks between streets of reasonable width." However, many back lots were approached through narrow and crooked passage ways. The Bonner Map of Boston in 1722 (opposite page) showed a considerable change in the North End. By then the principal streets, which are nearly identical with the important streets of today, were developed. In the thirty-six blocks, there was ample backyard space. There was a canal through the neck following the line of Blackstone Street, a mill pond on the west, and piers extending out on the easterly and northerly shores. In the east, far out from the shore, "Old Wharf," now the bed of "old" Atlantic Avenue, was a jetty to protect the town. By this time, the North End/Waterfront was a thriving, vibrant area serving as Boston's shipping center. Masts lined the wharves and prosperous warehouses and mercantile establishments hugged the shoreline.

About the time of the Revolution, the filling of the mill pond began and additional houses and the first tenements were constructed. By 1800 there were three mills for meal,

lumber and chocolate located along the canal which is now Blackstone Street. Another industrial section was created with the filling of an area between Commercial Street and what is now Atlantic Avenue. Factories were built along the waterfront on Fulton and Commercial Streets. By 1883 the canal had been filled to create Blackstone Street so that the North End was completely connected to the city.

Since the Revolution, the North End has been the first home for thousands of immigrants. The Irish immigrated in large numbers in the early nineteenth century. They supplied Boston with a needed, semi-skilled labor force and lived in the former mansions, crowded one family to a room. Eastern European Jews arrived between the late 1850's and 1880's, again supplying needed labor. This group of immigrants was housed in cold water tenement buildings which replaced the worn out mansions. The Italians arrived in large numbers in the 1890's and since then, the North End has been overwhelmingly Italian. The dense physical character of the North End was shaped by 1920 when the last major tenements were built to house a population of approximately 35,000. Between 1920 and 1950, the physical and social characteristics of this ethnic neighborhood remained relatively unchanged.

In the early 1950's, the construction of the Central Artery began. The presence of this major thoroughfare has had a substantial impact on the North End. The highway, built to facilitate the movement of commuter traffic in and out of the city, has served as a physical barrier separating the North End from the rest of the City. Thus, while according to a map, the North End appears to be in the heart of downtown, it is, in fact, semi-isolated and, therefore, very different from the core of the City. Partially as a result of this isolation, the social and physical character of the North End remained relatively constant while the City experienced changes in the 1960's.

The primary reason for the change in the rest of the downtown was the City's participation in Federal urban renewal programs of the 1950's and 1960's. Three major urban renewal

projects, West End, Government Center and Downtown Waterfront/Faneuil Hall Projects, which virtually surround the North End have altered the character of the central City.

The waterfront area which once had been a vibrant shipping center had experienced a physical decline in recent decades that coincided with the decline of the shipping industry. The wharves were deteriorated and in disrepair while many of the buildings were vacant. In 1956, the Boston City Planning Board prepared a plan for the redevelopment of the waterfront area east of Atlantic Avenue from Northern Avenue to Commercial Street. This plan, modified by the Chamber of Commerce and again by the BRA was incorporated into an urban renewal project by the BRA in 1964. The goal of the redevelopment program was to eliminate severely blighted conditions in the waterfront and thereby stimulate private investment, especially the creation of an upper middle-class residential district.

The presence of the Central Artery has delayed the effects which large-scale urban renewal projects, such as West End, Government Center and Downtown Waterfront/Faneuil Hall, normally have on adjacent neighborhoods. However, as the Waterfront Project nears completion and the new and restored buildings are becoming occupied, the North End is beginning to experience spinoff effects including parking problems and changing real estate patterns.

However, the urban renewal projects around it are not the only major influences on the physical and social integrity of the North End. City, State and Federal officials and neighborhood residents are now studying a proposal to depress the Central Artery. If this proposal is actually implemented, the North End could be reconnected to the central city. Thus, the issue of the Central Artery depression is a particularly important one to the North End and one which will be crucial in determining the future of that neighborhood.

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B. 1975-1977 NEIGHBORHOOD IMPROVEMENT PROGRAM STATUS

Program	Amount	Years Funded	Status
HIP	\$ 500,000	1975-1978	200 Homeowners received rebates
Footpatrol	290,000	1975-1978	Ongoing
Teen Collaborative	15,000	1977	Complete
Senior Shuttle	33,000	1977-1978	Ongoing
Salem Street Murals	5,500	1976-1977	Completed
North End Health Center	145,000	1975-1976	Completed
North Bennet Street Bath House			
Phase I	75,000	1976	Completed
Phase II	225,000	1977	In Design
Street Lighting	717,000	1975-1977	Completed
Parmenter Street			Completed
North Washington Street			Completed
Commercial Street			Completed
Cross Street			Completed
Hanover Street			Completed
Salem Street			Completed
Charter Street			Completed
Richmond Street			Completed
North Square Restoration	25,000	1975	Completed
Paul Revere Mall	150,000	1975	Completed
Copp's Hill Terrace	150,000	1975	Completed
Rachel Revere Playground	88,000	1975	Completed
North End Park	1,200,000	1975	Completed
Urban Renewal Project Activities		1975-1976	Completed
		1977	Underway

C. COMMUNITY PARTICIPATION OPPORTUNITIES

1. Introduction

There are many ways in which the North End community shapes and directs growth within its neighborhoods and commercial centers. Utilizing the Housing Improvement Program, voicing concerns at zoning and licensing hearings and participation in local community organizations, i.e., North End Neighborhood Task Force and the Boston Waterfront Residents Association, all affect the type and quality of life in the North End. There are also several opportunities for community action at a larger scale which can effectively have a long-term impact on the growth of the community.

2. Zoning Changes

Zoning is a legal tool used to shape land use patterns and to regulate the scale of development within established boundaries. The zoning districts for the City of Boston are: Residential (S, R, H zones); Commercial (L, B zones); and Industrial (M, I and W zones).

The North End, one of Boston's oldest neighborhoods, has seen little change in its physical plant since the 1900's. Those changes which have taken place occurred along the waterfront which has seen a major shift in land use. Although land uses have changed in accordance with the Urban Renewal Plan, the zoning map for the North End has remained the same. The Zoning Districts of the City of Boston were established in the late 1950's and early 1960's, in accordance with the then existing land use patterns. Since the Districts were established officially in 1963, many changes have occurred especially within the manufacturing zones of the North End. A study, now nearing completion, examines those changes and recommends changes to the Zoning Map necessary for the zoning to coincide with current and anticipated land uses.

The procedures for changes and modification of the Boston Zoning Code are well established. The following is an outline of the procedures:

a. Change of Zoning (Procedure A)

(1) Proposed zoning change is

presented to the BRA Board for approval.

(2) BRA Board recommends change to the Zoning Commission.

(3) Zoning Commission holds public hearing following advertisement and notification of appropriate parties.

(4) Zoning Commission can pass measure with seven affirmative votes.

(5) Ordinance goes to the Mayor for approval.

b. Change of Zoning (Procedure B)

(1) Citizen group request hearing before the Zoning Commission.

(2) Zoning Commission asks BRA for recommendation.

(3-5) are the same as Procedure A.

The current study will be completed and will be presented at a community meeting. The BRA Neighborhood Planner will attend a series of working meetings with community representatives and the Little City Hall to consolidate a number of zoning change recommendations which are both warranted in a technical evaluation and supported by the community. The procedure for a change

in zoning can then be initiated.

3. Licensing Board Procedure

The City of Boston Licensing Board consists of three members appointed by the Governor to a six year staggered term. The Board is responsible for the issuance, renewal and regulation of all liquor licenses and common victuals granted by the City of Boston. The issuance of liquor licenses and in some instances common victualer licenses and of most concern to neighborhoods. Public hearings are held on every application for a new liquor and common victualer licenses. Abutters are notified and notice of the hearing is published in the newspaper. All liquor and C.V. licenses are renewed annually in November, usually without a public hearing. However, if a particular establishment is creating a problem in the neighborhood, residents may request a hearing on the renewal of that license. Complaints, on which requests are based, should be documented. Of particular importance is the number and type of incidents which required police attention.

Common victualer's and beer and wine licenses are purchased or renewed for a fee annually. There is no limit on the number of common victualer and beer and wine licenses which can be granted by the Licensing Board. Thus, they are not transferred (sold) from one owner and location to another.

A limit has been placed on the number of all-alcoholic licenses which can be held within the City of Boston. Full liquor licenses therefore are a valuable commodity and are bought, sold and transferred among various owners and addresses. Public hearings are held whenever there is an application for a transfer of an existing license to a new owner for either the same or new location.

4. Community Development Block Grant (CD) and Capital Budget (CB) Proposals

The CD program involves the distribution of Federal funds that come to the City with Federal requirements that certain neighborhood improvement activities and citizen participation be carried on under the program. The use of CD funds are

primarily limited to housing, neighborhood improvements and public services in low and moderate income neighborhoods of the City. The following appendix lists programs that were funded in this neighborhood during the past three years from 1975 to 1977.

The City's annual Capital Budget (CB) is usually determined at the same time that the CD budget is formulated. The City raises CB funds by selling tax exempt long-term municipal bonds to private investors to fund capital improvements such as schools, public buildings, parks, streets, lighting and underground utilities.

The City's annual process for determining both the CD and CB budgets includes the following steps:

- a. An initial neighborhood hearing is held in each Little City Hall district to explain funding requirements for the program, report on the past year's projects and present the proposed neighborhood profiles (October or November).
- b. A second neighborhood hearing is held to receive and discuss neighborhood proposals for funding the next year (November or December).
- c. The Little City Hall Manager, Office of Program Development (OPD) Programmer and BRA Neighborhood Planner meet to review funding requests and prepare a proposed Neighborhood Improvement Plan (December and January).
- d. The proposed Neighborhood Improvement Plans are presented to the Mayor's Neighborhood Development Council (NDC) for approval. This group is chaired by the Deputy Mayor for Fiscal Affairs and includes

two additional Deputy Mayors, the Mayor's Housing Advisor and Directors of the BRA, Office of Public Service and Office of Program Development (January or February).

e. Upon approval of the NDC, the proposed Neighborhood Improvement Programs are submitted to the City Council for their review and approval (February or March).

f. The City Council holds a series of neighborhood hearings on the proposed budgets. It then approves the budgets with amendments based on opinions voiced at the hearings (March or April).

g. The Mayor reviews and approves the final Neighborhood Improvement Plans (April).

h. The proposed CD application and budget is submitted to the U.S. Department of Housing and Urban Development for its review and funding (May and June).

i. The CD funds become available for spending (July 1st).

5. Existing Community Groups

1. North End Neighborhood Task Force
2. Boston Waterfront Resident Association

CITY OF BOSTON

Kevin H. White, *Mayor*

BOSTON REDEVELOPMENT AUTHORITY

Robert L. Farrell, *Chairman*

Joseph J. Walsh, *Vice Chairman*

James G. Colbert, *Treasurer*

James K. Flaherty, *Assistant Treasurer*

James E. Cofield, Jr., *Member*

Kane Simonian, *Secretary*

Robert J. Ryan, *Director*

NEIGHBORHOOD PLANNING PROGRAM

Roy Bishop, *Director*

James Baecker, *Assistant Director*

William Marotta, *North End/Waterfront Planner*

